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# PROGRESS REPORT ON THE FOLLOW-UP TO THE WORLD SUMMIT FOR CHILDREN

SUMMARY

The present report has been prepared in response to Executive Board decision 1992/13, in which the Board, inter alia, welcomed the initiatives taken by all States to expedite implementation of national programmes of action (NPAs) and other follow-up measures to the World Summit for Children. The report discusses progress in the preparation of NPAs and the implementation of the Convention on the Rights of the Child at regional and global levels. It also reviews inter-agency collaboration and the contents of NPAs that have been prepared to date. The paper concludes with a look at the challenges ahead and a recommendation by the Executive Director for continued Summit follow-up and implementation of NPAs.

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## INTRODUCTION

1. Keeping the promises and commitments of the World Summit for Children has been facilitated through two concrete instruments: the Convention on the Rights of the Child, now ratified by nearly 130 Governments; and the national programmes of action (NPAs) which the 137 countries that have signed the Summit Declaration committed themselves to prepare. As of April 1992, 33 countries had finalized their NPAs, another 24 were available in draft form and an additional 71 were under preparation.

2. In decision 1992/13 (E/ICEF/1992/14), the Executive Board invited countries that had not taken any action towards, or were delayed in, the preparation of NPAs to complete them expeditiously, and also requested countries whose NPAs were in draft or outline form to finalize and implement them. The Executive Director is pleased to report that the number of finalized NPAs has now more than doubled to 75, while 30 are available in draft form and at least another 32 are under preparation. The challenge of translating these programmes into action still lies ahead, but the steps that have been taken so far give hope that the promises are indeed being kept. The present report discusses the progress made in the implementation of decision 1992/13.

## I. PROGRESS IN THE PREPARATION OF NATIONAL PROGRAMMES OF ACTION

### A. Status of preparation

3. The status of preparation of NPAs as of 1 January 1993 is presented in table 1 below. In 1991, sub-Saharan Africa was the region with the fewest finalized NPAs, but this year it has more completed NPAs than any other region. The International Conference on Assistance to African Children (ICAAC), held in November 1992 and sponsored by the Organization of African Unity (OAU), was a catalyst for the acceleration of NPA preparation in Africa. The Latin America and Caribbean region, which led the list last year, still has the highest proportion of finalized NPAs, with 97 per cent of the region's child population covered. The smallest proportion is among the republics of the former Soviet Union, many of which were not represented separately at the Summit, and all of which are undergoing transformations that make long- or even medium-term planning and programming extremely difficult. Similarly, most of the developing countries that have not reported any action are countries affected by war, disaster or other extreme difficulties. The number of industrialized countries with finalized NPAs has doubled in the past year, but the number for which no action has been reported has scarcely changed, from 24 to 21.

Table 1. Status of completion of national programmes of action by region as of 1 January 1993

| | Finalized | In draft | Preparation under way | No action reported | Total | Percentage of child population (under 16) in region covered by NPAs, either finalized or in draft |
|---|---|---|---|---|---|---|
| Asia | 14 | 5 | 7 | 7 | 33 | 98 |
| Latin America and the Caribbean | 19 | 3 | 9 | 2 | 33 | 97 |
| Middle East and North Africa | 6 | 5 | 8 | 2 | 21 | 83 |
| Sub-Saharan Africa | 23 | 15 | 3 | 4 | 45 | 91 |
| Industrialized countries (including Central and Eastern Europe) | 13 | 2 | 4 | 21 | 40 | 67 |
| Former Soviet Union | 0 | 0 | 1 | 14 | 15 | - |
| Total | 75 | 30 | 32 | 50 | 187 | 88 (of global child population) |

## B. The national programme of action process

4. Most NPAs are integrated into the national development planning process, or its equivalent, wherever such a process exists. The NPA process is not simply a technocratic exercise, however. In many countries it is a capacity-building process through which, often for the first time, many different sectors of Government and civil society take a comprehensive approach to the totality of children's and women's needs. The preparation, completion and implementation of the NPA often involves a broad selection of institutions, governmental and non-governmental, religious and secular, public and private, national, regional and local. In many countries, while the NPA document has been "finalized" in the sense that it has been officially promulgated, it is still considered as requiring improvements, regular updating and further elaboration.

5. The commission responsible for NPA implementation in the Dominican Republic has representation from 125 non-governmental organizations (NGOs). In several countries, the endorsement of all political tendencies has been sought, as in Costa Rica, where the NPA was approved by the country's Legislative Assembly. In the United Republic of Tanzania, specially convened "summits" of the legislatures were held in 1991 on both the mainland and in Zanzibar to approve the bases on which the NPA is being drafted. In the Republic of Korea, a National Council on Children and Youth, composed of government and NGO representatives, has been established to monitor implementation of the NPA. In

a number of Latin American countries, the Catholic Church is a specific partner in the NPA implementation and monitoring process. In Brazil, the "Pact for Children" brings together both the legislative and executive branches of the Government, the National Council of Brazilian Bishops, the governors of the 27 states and the most important organizations of civil society. In Nepal, the Government, NGOs, professional associations, popular groups and the private sector were all deeply involved in preparations for the Summit and continued this involvement in the preparation of the NPA. The involvement of NGOs in preparation and implementation is made explicit in the NPAs of such diverse countries as Botswana, Canada, El Salvador, Malawi, Morocco, Uganda, the United Kingdom and the United States.

6. The personal commitment of Heads of State or Government is an important factor in assuring that the NPA receives the attention it deserves from the various sectors within a country. In Mexico, President Salinas de Gortari, one of the six conveners of the World Summit for Children, has participated fully in the NPA process and has committed his country to the preparation of programmes of action for the country's most important cities, as well as to achieving 80 per cent use of oral rehydration therapy (ORT) by the end of 1994. The President of Senegal committed his authority and prestige by hosting ICAAC.

## C. Involvement of international and bilateral agencies

7. Many United Nations agencies and international financial institutions have been involved in the process of follow-up to the World Summit for Children at country level. This involvement has taken the form of participation in the preparation and implementation of NPAs. Although the data is based on explicit references in the NPAs themselves and is, therefore, far from exhaustive, table 2 below gives some idea of the extent of this involvement.

Table 2. Involvement of United Nations agencies and international financial institutions in the preparation of national programmes of action

| Institution | Number of countries | Institution | Number of countries |
|---|---|---|---|
| WHO | 38 | Inter-American Development Bank | 7 |
| UNFPA | 34 | FAO | 6 |
| UNDP | 32 | ILO | 3 |
| UNESCO | 31 | African Development Bank | 1 |
| WFP | 30 | Asian Development Bank | 1 |

8. There has been extensive bilateral cooperation in the NPA process. Table 3 below provides a list of donor countries in the order of the frequency with which they are mentioned as contributors to the implementation of the programmes and projects presented in the NPAs.

Table 3. Bilateral involvement in implementation of national programmes of action

| Donor | Number of NPAs | Donor | Number of NPAs |
|---|---|---|---|
| United States | 18 | Finland | 4 |
| Netherlands | 10 | Italy | 4 |
| Germany | 6 | Norway | 2 |
| France | 6 | Australia | 1 |
| Japan | 6 | China | 1 |
| Sweden | 5 | Denmark | 1 |
| European Community | 5 | Switzerland | 1 |
| Canada | 5 | Spain | 1 |
| United Kingdom | 4 | Cuba | 1 |

## II. THE CONVENTION ON THE RIGHTS OF THE CHILD

9. The vast majority of countries whose leaders pledged in the Summit Declaration to work for early ratification of the Convention on the Rights of the Child have honoured that pledge. As of the end of 1992, some 127 countries had ratified the Convention and an additional 27 had signed it. The Committee on the Rights of the Child is fully operational and had begun to review the reports due by the end of 1992 from the first 45 countries to have ratified the Convention.

10. NPAs are linked closely with the implementation of the Convention. This link is made explicit in more than 20 NPAs from all parts of the world. Among industrialized countries, the Nordic countries and the Netherlands are especially notable for the way that the Convention is central to their NPAs. Even where it is only implicit, the NPA is one of the few instruments available for setting a time-frame for a Government's minimum core of obligations under the Convention. This has been recognized by the Committee on the Rights of the Child, which has included the NPA among the documents it wishes to review in connection with the reports it receives from States Parties to the Convention.

## III. REGIONAL DEVELOPMENTS

### A. Sub-Saharan Africa

11. Delegations of some 44 Governments, most of them led at the ministerial level, met at ICAAC in Dakar, Senegal, in November 1992, and adopted the Consensus of Dakar. In that document the Governments, together with donor partners from 18 industrialized countries and representatives of international financial institutions, United Nations and regional organizations and international and African NGOs, reaffirmed the need to translate the commitments of the World Summit for Children into concrete programmes of action that can be implemented.

12. Specifically, the African countries attending the Conference committed themselves (a) to develop and implement NPAs and to incorporate them into their bilateral and multilateral consultative processes and development programmes; (b) to undertake new efforts to resolve and prevent conflicts in Africa and to apply universally the principles of "corridors of peace" and "days of tranquillity"; (c) to restructure government budgets to support the key goals of their NPAs and shift resources away from non-productive uses, such as military/internal security expenditures and subsidies for inefficient state organizations; and (d) to support an increase in domestic resource mobilization through such actions as national tax reform and the encouragement of community actions and contributions. The African countries also committed themselves to reaching a set of intermediate goals by 1995.

13. Donor and international financial institutions present at the Conference also committed themselves to provide resources to support NPAs and to increase and sustain the share of official development assistance (ODA) to social priority sectors by 1995 in line with increasing commitments by African countries, bearing in mind the level of 20 per cent of ODA for these sectors recommended by the United Nations Development Programme (UNDP). Donor partners and international financial institutions also committed themselves to make every effort to promote debt cancellation or relief for African countries. A continental follow-up mechanism was established under the auspices of OAU to monitor the overall formulation and implementation of NPAs and submit progress reports to the OAU Assembly of Heads of State and Government. A detailed report on ensuring child survival, protection and development in Africa, providing complete details on the Conference and the Consensus of Dakar, will also be before the Executive Board (E/ICEF/1993/L.4).

### B. Asia

14. Soon after the World Summit for Children, the Heads of State or Government of the South Asian Association for Regional Cooperation (SAARC) assembled in Male, Maldives, called for a regional plan of action and declared the period 1991-2000 as the SAARC Decade of the Girl Child. This plan of action was endorsed by the subsequent SAARC Summit in Colombo, Sri Lanka, in December 1991, which requested that its Council of Ministers ensure an annual review of its implementation. All of the SAARC countries have completed their NPAs. At the second SAARC Conference on Children in South Asia held in Colombo in September 1992, ministers and other senior officials recommended a set of

intermediate targets aimed at catalyzing and accelerating progress towards the goals for the decade. These include access to, and enrolment in, primary education for at least 80 per cent of boys and 75 per cent of girls, and completion of primary education by at least 50 per cent of girls and boys by 1995; universal use of ORT for home-based treatment of diarrhoea and universal access to oral rehydration salts by 1996; progressive reduction of gender disparity in all the goal-related indicators; and raising the minimum age of marriage for girls to at least 18 years.

15. Two regional consultations on the rights of the child were held in East Asia, the first immediately before the World Summit for Children in August 1990. The second, held two years later in Beijing, China, involved 13 countries from East Asia and the Pacific, 11 of which had already either ratified or acceded to the Convention. Three members of the Committee on the Rights of the Child, including its president, also participated. The report of the meeting, entitled "The Beijing Consensus", emphasized the important links between NPAs and implementation of the Convention, supported the establishment of a regional information network to support implementation of the Convention and the World Summit Plan of Action, and recommended follow-up consultations on NPAs in the region.

## C. Middle East and North Africa

16. In addition to the participation of North African countries at ICAAC, the League of Arab States held a high-level meeting on child welfare, protection and development in Tunis, Tunisia, in November 1992, at which 21 countries adopted a pan-Arab plan for further major improvements in the situation of children over the coming decade. This plan set targets for the year 1995 which include the eradication of polio, a 95 per cent reduction of measles deaths in the region, the elimination of neonatal tetanus, an 80 per cent usage of ORT, universal salt iodization, halting the free distribution of breast-milk substitutes and the designation of all major hospitals as "baby-friendly". The meeting called for effective monitoring systems in every Arab State and established a permanent committee for follow-up to the implementation of the plan.

17. Representatives of Bahrain, Kuwait, Qatar, Saudi Arabia and the United Arab Emirates met in the latter country in December 1992, together with representatives of UNDP, the World Health Organization (WHO), UNICEF and regional institutions, to review the status of NPAs and identify focal points from each country for further coordination and implementation.

## D. Latin America and the Caribbean

18. Ministers and other representatives of 19 Latin American Governments met in Mexico City, Mexico, in October 1992 to evaluate progress made with respect to NPAs in their countries. They affirmed that NPAs should be a basic component of strategies to combat poverty and reduce social inequalities and called for the participation of diverse government sectors and NGOs in their implementation, as well as for the application of NPAs at local government levels, fiscal and budgetary policies that favour children and appropriate NPA

monitoring and evaluation mechanisms. They also recommended an annual regional meeting of those responsible for NPAs in order to compare experiences and review progress.

19. The First Ladies of 12 Latin American and Caribbean States and representatives of eight other Latin American Governments met in Cartagena, Colombia, in September 1992, to further the commitments made in the Convention on the Rights of the Child, the World Summit for Children, the Convention on the Elimination of all Forms of Discrimination against Women and the Geneva Declaration on the Economic Advancement of Rural Women. They called for the implementation of NPAs in fulfilment of the priority goals enunciated in the Convention on the Rights of the Child, and specifically called for the elimination of neonatal tetanus in the region by 1995.

20. Technical meetings on Summit follow-up have involved numerous regional institutions. An inter-agency committee consisting of representatives of the Pan American Health Organization (PAHO), WHO, the United Nations Population Fund (UNFPA), the Inter-American Development Bank and the United States Agency for International Development was held in Brasilia, Brazil, in April 1992, to review progress in preparation of NPAs. A UNICEF-organized technical meeting on monitoring progress towards the decade goals in March 1992 included experts from the United Nations Economic Commission for Latin America and the Caribbean, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and numerous other regional institutions. A meeting on indicators for monitoring progress towards the nutritional goals, involving PAHO/WHO, UNICEF and the World Bank, was held in Washington, D.C., in October 1992.

## E. Industrialized countries

21. Industrialized countries that have completed NPAs in the last year are Belgium, Canada, Germany, the Netherlands, Norway, Portugal and the United States. It is disappointing, however, that several industrialized countries have signed the World Summit Declaration but have not issued the NPA to which they had committed themselves. In some industrialized countries, there is a perception that NPAs are not applicable as they have achieved a high level of well-being for their children. However, as the NPAs of some of the most advanced industrialized countries make clear, the NPA is the appropriate follow-up to the Summit commitments of all countries, rich and poor alike.

22. The countries of Central and Eastern Europe and the republics of the former Soviet Union form a special group. Rapid social and economic transition and, in some cases, civil strife, make any long- or even medium-term planning extremely difficult. Nevertheless, strategies and programmes for the survival, protection and development of children are as necessary in these countries as they are elsewhere, if not more so. While the time-frame for specific programmes may need to be much shorter than the remainder of the decade, strategies at least for the medium term can be elaborated and some goals and objectives established for the decade. Monitoring systems capable of tracking the effects of the transition on children and women are especially important. Thus, the NPA process is relevant to these countries, adapted to the specific realities of each country in terms of phasing, priorities, standards and available resources.

23. The percentage of ODA that is allocated to basic human needs (nutrition, water supply, sanitation, primary health care (PHC), primary education and family planning) has been the subject of intensive scrutiny since the World Summit for Children. The UNDP Human Development Report 1992 and the 1993 State of the World's Children report indicate that less than 10 per cent of bilateral aid is allocated to such purposes. UNDP and UNICEF are urging that the percentage of aid for basic human needs be increased to 20 per cent and that developing country governments' budget allocations to these sectors reach a similar percentage. If ODA and national budgetary allocations were to be restructured to meet this "20/20" formula, the major portion of the additional financial resources needed to reach the NPAs goals would be guaranteed. NPAs of some donor countries, such as the Netherlands, Norway and Sweden, indicate an effort to review both bilateral and multilateral assistance to promote the goals and objectives of the World Summit and the Convention on the Rights of the Child, but the question of relative proportions of ODA to priority human needs is not discussed directly in any donor country NPA.

## IV. GLOBAL DEVELOPMENTS

24. In June 1992, the Secretary-General submitted to the General Assembly a report entitled "Implementation of General Assembly Resolution 45/217 on the World Summit for Children" (A/47/264), providing information on plans prepared and actions taken by individual countries and the international community in response to the Summit as at 31 May 1992. The report also mentioned the request made by the Summit that the Secretary-General arrange for a mid-decade review of progress and repeated the suggestion that the World Summit for Social Development might be an appropriate forum for the review. The General Assembly took note of the report and requested that it be updated for consideration at its forty-eighth session (decision 47/447 of 22 December 1992).

25. The United Nations Conference on Environment and Development also endorsed the Summit goals. Agenda 21 states that specific major goals agreed upon at the Summit remain valid also for Agenda 21, which goes on to say that Governments, according to their policies, should take measures to (a) ensure the survival, protection and development of children, in accordance with the goals endorsed by the 1990 World Summit for Children; and (b) ensure that the interests of children are taken fully into account in the participatory process for sustainable development and environmental improvement. A more detailed account of the UNICEF response to Agenda 21 will be before the Executive Board (E/ICEF/1993/L.2).

26. At the International Conference on Nutrition, held in Rome, Italy, in December 1992, the list of goals endorsed by the Summit was annexed to the Conference declaration. A new goal on the elimination of famine was also adopted. Governments also agreed to prepare national plans of action, coordinated as appropriate with follow-up activities related to the World Summit for Children.

27. In support of the goal of empowering all women to breast-feed their children, the "baby-friendly" hospital initiative, which sought to have hospitals promote breast-feeding and end the distribution of free or low-cost breast-milk substitutes, has been largely successful. By the end of 1992, some

122 developing countries had banned or did not receive free or low-cost supplies. Compliance with government bans remains a problem in some developing countries, and eight with ongoing distribution had not acted to end the practice by the end of 1992. Approximately 767 hospitals in 49 developing countries are committed to achieving or have already achieved "baby-friendly" status. WHO and UNICEF are urging that the distribution of free and low-cost substitutes end in industrialized countries by the middle of 1994.

28. The Heads of State or Government of the Non-Aligned Countries, meeting in Jakarta, Indonesia, in September 1992, reaffirmed their commitment to realizing the goals adopted at the World Summit for Children through implementation of NPAs, and urged early ratification and implementation of the Convention on the Rights of the Child. They also reaffirmed the principle of a "first call for children" as a moral imperative for the emergence of a new international order. In addition, the Group for South-South Cooperation and Consultation, meeting in Dakar in November, emphasized the need to implement the Summit recommendations. Also meeting in Dakar in November, 40 "mayors as defenders of children" called attention to the role of municipalities in reaching the Summit goals.

## V. INTER-AGENCY COLLABORATION

29. Country and regional follow-up to the World Summit for Children and the Convention on the Rights of the Child by the United Nations system and international financial institutions are discussed throughout the present report. At the global level, WHO, UNESCO and UNFPA have worked in pursuit of the health, education and family planning goals. UNDP has supported essential human goals within the broader framework of human development, while the World Bank and other international financial institutions have increasingly emphasized poverty reduction and role of the social sectors.

30. In resolution 47/199 of 22 December 1992, the General Assembly called for a United Nations country strategy note to be formulated by interested recipient Governments with the assistance of, and in cooperation with, the United Nations system under the leadership of the resident coordinator on the basis of the priorities and plans of recipient countries. Since they are plans prepared by the countries themselves on the basis of their own priorities, NPAs will undoubtedly play an important role in the elaboration of the country strategy note. At the global level, actions to incorporate the NPA process into the country strategy approach at the field level are being discussed through such forums as the Administrative Committee on Coordination, the Joint Consultative Group on Policy, the Consultative Group on Substantive Questions (Operations) and other inter-agency forums.

31. An important step in follow-up to the World Summit for Children is the development of measures for monitoring progress towards the decade goals. Following earlier work on indicators for assessing breast-feeding practices through household surveys, 1992 saw the development of indicators for breast-feeding in health care facilities. A joint UNICEF/WHO expert meeting on the measurement of under-five mortality rates, both overall and by cause of death, was held in December 1992. Recommendations were issued on measures to use in monitoring related goals and on additional actions to be taken. In October 1992, UNICEF issued a preliminary set of guidelines for monitoring

progress in the reduction of maternal mortality. Also during 1992, the UNICEF/WHO Joint Water and Sanitation Monitoring System issued its first report, establishing the decade's baseline, and UNICEF and the International Fund for Agricultural Development published jointly a technical review of concepts, indicators and measurements for household food security. UNESCO and UNICEF are working together to develop, test and implement measures of learning achievement; an inter-agency meeting in late 1992 discussed progress and recent country experiences. WHO and UNICEF have agreed on a core set of indicators for all the health and nutrition goals. These were scheduled to be reviewed by the UNICEF/WHO Joint Committee on Health Policy in February 1993 and are likely to have been promulgated by the April session of the Executive Board. WHO will include these indicators in its periodic monitoring of progress towards health for all by the year 2000.

## VI. ANALYSIS OF THE CONTENTS OF NATIONAL PROGRAMMES OF ACTION

32. There is a broad diversity among NPAs, reflecting the heterogeneity of national policies and conditions. Some are broad perspective plans which establish goals and strategies while leaving concrete programmes and projects to shorter-term action plans or to actions at subnational level, or both. Others are lengthy and detailed to the project level and include cost estimates. Many clearly will be subject to revision or further elaboration as the decade progresses. Some are closely linked to the human development strategy framework, while others focus on children's rights. Some focus on poverty reduction while others stress children and the environment. Others, particularly in Africa, feature needs for relief, rehabilitation and reconstruction in the wake of emergencies.

### A. Goals

33. In preparing their NPAs, countries did not simply endorse the goals contained in the World Summit Plan of Action. The national goals identified in NPAs vary considerably from the global targets in a number of countries. In higher-income developing countries such as Argentina, Thailand and Tunisia, the goals are often more ambitious. In least developed countries such as Mali, the Niger and Rwanda, the goals are understandably less ambitious. On average, these adaptations are roughly similar to the global goals, although one trend thus far is towards something less than 100 per cent coverage of clean water supply and sanitation, especially the latter, by the year 2000. Some, primarily African, countries have broadened the list of supporting goals to include as part of reducing infant and child mortality, the reduction of mortality and morbidity due to specific causes such as acquired immune deficiency syndrome and malaria. The global goals continue to serve as an incentive for countries that could reasonably aim higher to do so, and as a tool for stimulating healthy "competition" among States.

34. Many NPAs have established intermediate targets to be achieved by mid-decade. Table 4 below shows the number of countries, by region, which have developed mid-decade targets for achieving progress towards the major goals. In addition to these national mid-decade targets, a number of regional groupings have established targets for their regions.

Table 4. Number of countries designating mid-decade targets for major goals in national programmes of action, by region, as of end 1992

| | ASIA | LATIN AMERICA AND THE CARIBBEAN | MIDDLE EAST AND NORTH AFRICA | SUB-SAHARAN AFRICA | TOTAL |
|---|---|---|---|---|---|
| Under-five mortality reduction | 7 | 13 | 7 | 9 | 36 |
| Maternal mortality reduction | 7 | 12 | 4 | 10 | 33 |
| Malnutrition reduction | 5 | 8 | 6 | 6 | 25 |
| Water supply access | 6 | 8 | 3 | 9 | 26 |
| Sanitation access | 7 | 9 | 3 | 7 | 26 |
| Primary school enrolment | 7 | 5 | 3 | 9 | 24 |
| Adult literacy | 8 | 7 | 4 | 5 | 24 |

## B. Strategies

35. Most NPAs discuss both overall strategies and strategies for individual sectors. Recurrent themes in both instances include community participation, decentralization, disparity reduction, capacity-building, empowerment of households, especially women, and involvement of NGOs. In addition to sectoral strategies for health, nutrition, education, water supply and sanitation and children in especially difficult circumstances (CEDC), separate strategies for women in development are included in the NPAs of countries such as Bangladesh, Chile, the Congo and the Comoros; on the environment in Madagascar, Guinea-Bissau and Zimbabwe; on social mobilization and public information in Chile, Honduras and Senegal; and on family planning in Nepal. Canada, Sweden, Norway, the United Kingdom and the Netherlands stress family support measures to further children's rights. A specific agenda for research on problems affecting children is a feature of the NPAs of the Republic of Korea, the Philippines, Viet Nam and the United States.

## C. Resource requirements

36. While not all NPAs have attempted to estimate the costs of achieving their goals and objectives, many have done or plan to do so at a later stage. As of mid-January 1993, 58 NPAs contained estimates of their total cost. As might be expected, not all countries use exactly the same methods for estimating costs. For the most part, the estimates given are for costs that are additional to current levels of expenditure, but that is not clear in all

cases. While these caveats must be kept in mind, some observations concerning orders of magnitude are still valid.

37. One of the motives for many developing countries to estimate the costs of reaching their goals is the hope of attracting additional external resources. Under such circumstances, it might be expected that such estimates would be on the generous side, but when analysed in terms of either costs per capita or total costs as a percentage of gross national product (GNP), the cost estimates of NPAs appear quite reasonable. The per capita weighted average of the estimated costs for these 58 NPAs is $15. This is the same per capita cost as estimated by OAU and UNICEF, using a process independent of the NPAs themselves, as required for reaching the goals in all of Africa. As for percentage of GNP, the UNDP Human Development Report 1991 analysed human expenditure for 25 countries, covering 74 per cent of the developing world, and found their human expenditure ratio to be slightly less than 3 per cent of GNP. That report argues that the human expenditure ratio may need to be around 5 per cent if a country wishes to do well in human development. Thus, an additional 2 per cent of GNP is a reasonable amount to expect countries to devote to basic education, PHC, water supply, sanitation, nutrition and family planning. The average annual cost of the 58 NPAs analysed is 2 per cent of their weighted average GNP.

38. The largest proportion of estimated costs in NPAs are for education (39 per cent), followed by health (23 per cent) and water supply and sanitation (17 per cent). Because nutrition is included in the health sector of many NPAs, separate nutrition programmes account for only 3 per cent of total costing, while the CEDC category receives 7 per cent. The remaining 11 per cent is for costs of programmes which do not fit into any of the previous sectors.

## D. Resource mobilization

39. Once total costs have been estimated, many NPAs calculate existing available resources and, by comparing these with the total needed, identify the "resource gap". Ways of filling the gap can then be considered. Budget reallocations to increase the proportion devoted to the social sectors is the most important of these ways. Bhutan's NPA projects increases from 8.3 to 11.2 per cent of the budget for education and from 4.3 to 6.7 per cent for health during the period 1991-1997. Chile has earmarked $700 million, in addition to its current annual social sector budget of $6 billion, for financing its NPA during the period 1993-2000. Senegal plans to increase the share of its for health sectors from the current 4.8 per cent to 9 per cent by the year 2000. Ecuador's NPA has a "non-renounceable" goal of restoring by 1995 the 9.4 per cent share of the social sector in public expenditure that was the case in 1980. Egypt's NPA is assigned 7.5 per cent of the budget in the 1992-1997 development plan. Reductions in expenditure on armaments are specifically mentioned in the NPAs of Namibia and Zimbabwe. Mexico's first evaluation report on the implementation of its NPA shows an increase from 29 to 34 per cent in the proportion of federal public expenditure devoted to the social sector in the NPA's first year. These increases were distributed fairly evenly among the social sectors and continue an upward trend initiated in 1989 after a steep decline during the 1980s.

40. Some NPAs discuss ways to increase domestic revenues such as increasing the tax base (Kenya), social taxes on luxury imports (Nepal), a special levy on tourists (Maldives), tax benefits to private enterprise in exchange for support to public schools (Uruguay), a national lottery (Barbados) and proceeds from privatization (Pakistan and Venezuela). A number of countries that underwent structural adjustment in the 1980s, especially in Latin America, created special social investment funds as a means for providing safety nets for the most vulnerable. Such funds are identified as resources for partial financing of NPAs in Bolivia, Honduras, Mexico and Uruguay.

41. The resource gap is frequently calculated after including current levels of external aid as "existing". This means that the portion of the resource gap that is to be financed externally represents an increase over current aid levels. This does not necessarily mean that large increases in total ODA are expected. While absolute increases in ODA are needed, a restructuring of the proportion of ODA devoted to priority needs of children and women is another important way of filling the gap.

42. Despite these encouraging examples, however, a note of caution should be sounded on two points. The first is that quite a number of NPAs remain vague about the resource gap and how it will be financed. The second is that even those references in NPAs to restructuring and financing mechanisms run the risk of not being implemented if they are not reflected in the annual or biennial budgetary process. This is an aspect of NPAs that will require a good deal of attention in the years immediately ahead. While representatives of finance and planning ministries have participated in NPA preparation in many countries, these may not always have been the persons who make the crucial budgetary decisions which assure that the allocations proposed are actually made. Something close to the "20/20" formula discussed earlier will be required, and will need to be made operational in the national budgetary process if the accelerated progress required for the decade's goals is to be achieved.

## E. Monitoring

43. The identification and establishment of mechanisms for monitoring progress towards national goals for the decade is one of the weaker aspects of many NPAs. More than 60 NPAs contain a section on this topic and some are quite strong, especially Botswana, Cuba, Guinea and Mexico. Most frequently, a national committee, either one set up to oversee overall implementation of the NPA or one created specifically for monitoring, is given responsibility for reviewing progress on a periodic basis. In other cases, the national statistical office, the planning ministry or its equivalent, or an existing sectoral or social welfare ministry has that responsibility. A notable set of NPAs, including those of Bangladesh, Belize, Indonesia, Morocco, Nepal, Rwanda, Sri Lanka and Swaziland, contain a systematic review of the indicators needed to measure progress towards each of the goals, provide the baseline data for each indicator where available and identify the instruments that will be used to measure progress and to fill the data gaps. Others focus only on the areas where information gaps are most severe; CEDC is the most frequently mentioned, followed by maternal mortality and literacy. The majority of NPAs, however, are less specific than might be desired concerning precisely how the country

will measure progress towards each of the goals, although quite a few indicate that this is an aspect that will be developed further in the near future.

### F. Implementation

44. One of the most important keys to effective implementation of NPAs is the translation of national plans into effective programmes of action at provincial and local levels. Venezuela's NPA has been accompanied by plans of action in eight states and one municipality, with more subnational plans expected. The governors of 24 Brazilian states met in April 1992 and committed themselves to formulating their own individual programmes of action. In Colombia, immediately after the promulgation of the national programme, training workshops were begun on methodologies for departmental and municipal implementation. In the Republic of Korea, seminars were organized by the central Government to generate proposals for programmes to be implemented by local governments and NGOs. The NPA of Bangladesh states that the focus for 1993 will be on developing district-level programmes of action. NPAs of other large countries, such as China and Nigeria, also refer to implementation at subnational levels.

## VII. THE CHALLENGES AHEAD

45. Despite the excellent progress made since the World Summit for Children, serious challenges remain. Producing plans and reiterating pledges to achieve the goals is one thing, but putting these plans and promises into action is another. The overarching challenge is to begin to make real progress towards reaching the decade's goals. Implicit in that challenge are several factors which are absolutely critical to that achievement. Among these are the following:

(a) The need for greater integration of NPA goals and strategies and implementation of the Convention on the Rights of the Child in all aspects of national development, including the budgetary processes through which plans and programmes are translated into resource commitments;

(b) The mobilization of adequate resources for implementation of NPAs and the Convention, both internally through systematic review and appropriate reallocation of national budgets, and externally through a higher proportion of ODA for priority human development concerns;

(c) The reinforcement of systems for monitoring progress towards the goals, with capacity for wide public review of progress and shortfalls;

(d) Sustaining the momentum for "keeping the promise" of the Summit and the Convention internationally and nationally through advocacy and social mobilization.

46. At a deeper level, there is need for increased recognition that the achievement of the decade's goals for children would contribute to and help catalyse the realization of so many other goals to which the human community

aspires, such as slowing population growth rates, accelerating economic growth, improving the environment and overcoming the worst aspects of poverty.

## VIII. RECOMMENDATIONS

47. In the light of these challenges, the Executive Director recommends that the Executive Board:

(a) Urge that the personal involvement of Heads of State or Government in the commitments of the Summit be maintained and strengthened;

(b) Encourage countries to examine their NPAs so as to identify a set of feasible targets for achievement by mid-decade, develop annual action plans enabling NPA activities to be incorporated into the regular national budgetary process and develop plans and programmes to make national programmes operational at provincial and municipal levels;

(c) Request that collaboration with international financial institutions be strengthened further to assure that NPAs are taken into account at relevant moments of the poverty reduction, lending and adjustment processes;

(d) Propose that follow-up to the World Summit for Children be coordinated with the work of the Sustainable Development Commission, that NPAs be considered as an integral part of action for sustainable development at the country level and that they be taken into account in the preparation of the United Nations country strategy note;

(e) Urge donor countries and international financial institutions to increase the share of ODA commitment to social priority sectors to 20 per cent of total ODA for these sectors, and national Governments to increase the share of national budgetary allocations for the same sectors correspondingly, so as to achieve, by 1995, a "20/20" correspondence in the proportion of resources devoted to basic education, PHC, low-cost water supply and sanitation systems, responsible parenthood and family planning and nutrition programmes.

**Annex I**

**STATUS OF SIGNATURES ON THE DECLARATION OF THE WORLD SUMMIT FOR CHILDREN AND RATIFICATION OF THE CONVENTION ON THE RIGHTS OF THE CHILD AS OF 25 JANUARY 1993**

| COUNTRIES THAT HAVE SIGNED THE WORLD SUMMIT FOR CHILDREN DECLARATION (148) | | | | NOT SIGNED (35) |
|---|---|---|---|---|
| * Afghanistan | ** France | ** Namibia | ** United Kingdom of | ** Angola |
| ** Albania | Gabon | ** Nepal | Great Britain and | Armenia |
| * Algeria | ** Gambia | * Netherlands | Northern Ireland | ** Azerbaijan |
| * Antigua and | ** Germany | * New Zealand | ** United Republic | ** Bahamas |
| Barbuda | ** Ghana | ** Nicaragua | of Tanzania | ** Bahrain |
| ** Argentina | * Greece | ** Niger | United States of | Bosnia and |
| ** Australia | ** Grenada | ** Nigeria | America | Herzegovina |
| ** Austria | ** Guatemala | ** Norway | ** Uruguay | Brunei Darussalam |
| ** Bangladesh | ** Guinea | ** Pakistan | * Vanuatu | ** Cambodia |
| ** Barbados | ** Guinea-Bissau | ** Panama | ** Venezuela | Croatia |
| ** Belarus | ** Guyana | * Papua New Guinea | ** Viet Nam* | ** Cyprus |
| ** Belgium | * Haiti | ** Paraguay | ** Yemen* | Czech Republic |
| ** Belize | ** Holy See | ** Peru | ** Yugoslavia | ** Estonia |
| ** Benin | ** Honduras | ** Philippines | ** Zaire | ** Ethiopia |
| ** Bhutan | ** Hungary | ** Poland | ** Zambia* | Georgia |
| ** Bolivia | ** Iceland | * Qatar | ** Zimbabwe | Iraq |
| Botswana | ** India | ** Portugal | | Kyrgyzstan |
| ** Brazil | ** Indonesia | ** Republic of Korea | | ** Latvia |
| ** Bulgaria | * Iran, Islamic | ** Romania | | Libyan Arab |
| ** Burkina Faso | Republic of | ** Russian Federation | | Jamahiriya |
| ** Burundi | ** Ireland | ** Rwanda | | ** Lithuania |
| * Cameroon | ** Israel | ** Sao Tome and | | ** Malta |
| ** Canada | ** Italy | Principe | | Marshall Islands |
| ** Cape Verde | ** Jamaica | ** St. Kitts and Nevis | | Moldova |
| ** Central African | * Japan | * St. Lucia | | ** Myanmar |
| Republic | ** Jordan | St. Vincent and | | Oman |
| ** Chad | Kazakhstan | the Grenadines | | ** San Marino |
| ** Chile | ** Kenya | * Samoa | | Saudi Arabia |
| ** China | ** Kuwait | ** Senegal | | ** Seychelles |
| ** Colombia | ** Lao People's | ** Sierra Leone | | Singapore |
| * Comoros | Democratic Republic | Solomon Islands | | Slovakia |
| Congo | ** Lebanon | ** Spain | | ** Slovenia |
| ** Costa Rica | ** Lesotho | ** Sri Lanka | | Somalia |
| ** Cote D'Ivoire | * Liberia | ** Sudan | | Tajikistan |
| ** Cuba | * Liechtenstein | * Suriname | | Turkmenistan |
| ** Democratic People's | * Luxembourg | * Swaziland | | United Arab Emirates |
| Republic of Korea | ** Madagascar | ** Sweden | | Uzbekistan |
| ** Denmark | ** Malawi | * Switzerland | | |
| ** Djibouti | Malaysia | * Syrian Arab | | |
| ** Dominica | ** Maldives | Republic | | |
| ** Dominican Republic | ** Mali | ** Thailand | | |
| ** Ecuador | ** Mauritania | ** Togo | | |
| ** Egypt | ** Mauritius | ** Trinidad and Tobago | | |
| ** El Salvador | ** Mexico | ** Tunisia | | |
| ** Equatorial | Monaco | * Turkey | | |
| Guinea | ** Mongolia | ** Uganda | | |
| ** Finland | * Morocco | ** Ukraine | | |
| | * Mozambique | | | |

* COUNTRIES THAT HAVE SIGNED BUT NOT YET RATIFIED THE CONVENTION : (27).
** COUNTRIES THAT HAVE RATIFIED THE CONVENTION : (127).

Annex II

**STATUS OF WORLD SUMMIT FOR CHILDREN NATIONAL PROGRAMMES OF ACTION AS OF 25 JANUARY 1993**

| ASIA<br>* 7 ** 5 *** 14 | SUB-SAHARAN AFRICA<br>* 3 ** 15 *** 23 | LATIN AMERICA AND THE CARIBBEAN<br>* 9 ** 3 *** 19 | MIDDLE-EAST AND NORTH AFRICA<br>* 8 ** 5 *** 6 | INDUSTRIALIZED COUNTRIES<br>* 4 ** 2 *** 13 |
|---|---|---|---|---|
| Afghanistan | * Angola | * Antiqua and Barbuda | *** Algeria | Albania |
| *** Bangladesh | ** Benin | *** Argentina | * Bahrain | ** Australia |
| *** Bhutan | *** Botswana | Bahamas | Cyprus | Austria |
| Brunei | *** Burkina Faso | ** Barbados | *** Djibouti | *** Belgium |
| Cambodia | ** Burundi | *** Belize | ** Egypt | Bosnia and Herzegovina |
| *** China | ** Cameroon | *** Bolivia | *** Iran, Islamic Republic of | * Bulgaria |
| ** Democratic People's Republic of Korea | ** Cape Verde | ** Brazil | Iraq | *** Canada |
| | *** Central African Republic | *** Chile | ** Jordan | Croatia |
| ** Fiji | *** Chad | *** Colombia | * Kuwait | Czech Republic |
| *** India | *** Comoros | *** Costa Rica | * Lebanon | *** Denmark |
| *** Indonesia | *** Congo | *** Cuba | ** Libyan Arab Jamahiriya | *** Finland |
| * Kiribati | ** Cote D'Ivoire. | * Dominica | *** Morocco | * France |
| Lao Peaple's Democratic Republic | *** Equatorial Guinea | *** Dominican Republic | * Oman | *** Germany |
| | ** Ethiopia | *** Ecuador | * Qatar | Greece |
| ** Malaysia | Gabon | *** El Salvador | * Saudi Arabia | *** Holy See |
| *** Maldives | *** Gambia | * Grenada | *** Sudan | Hungary |
| *** Marshall Islands | *** Ghana | *** Guatemala | * Syrian Arab Republic | Iceland |
| * Micronesia | *** Guinea | * Guyana | *** Tunisia | Ireland |
| * Mongolia | *** Guinea-Bissau | Haiti | ** Turkey | Israel |
| ** Myanmar | *** Kenya | *** Honduras | * United Arab Emirates | * Italy |
| Nauru | *** Lesotho | ** Jamaica | ** Yemen | *** Japan |
| *** Nepal | Liberia | *** Mexico | | Luxembourg |
| *** Pakistan | ** Madagascar | *** Nicaragua | | Liechtenstein |
| * Papua New Guinea | *** Malawi | *** Panama | | Malta |
| | *** Mali | *** Paraguay | | Monaco |
| *** Philippines | ** Mauritania | *** Peru | | *** Netherlands |
| *** Republic of Korea | *** Mauritius | * St. Kitts and Nevis | | * New Zealand |
| Samoa | ** Mozambique | * St.Lucia | | *** Norway |
| *** Singapore | ** Niger | * St. Vincent and The Grenadines | | Poland |
| * Solomon Islands | *** Nigeria | | | *** Portugal |
| *** Sri Lanka | *** Namibia | * Suriname | | Romania |
| ** Thailand | *** Rwanda | * Trinidad and Tobago | | San Marino |
| Tonga | ** Sao Tome and Principe | *** Uruguay | | Slovakia |
| * Tuvalu | *** Senegal | *** Venezuela | | Slovenia |
| * Vanuatu | ** Seychelles | | | ** Spain |
| *** Viet Nam | * Sierra Leone | | | *** Sweden |
| | Somalia | | | Switzerland |
| | South Africa | | | *** United Kingdom of Great Britain and Northern Ireland |
| | *** Swaziland | | | *** United States of America |
| | * Togo | | | Yugoslavia |
| | *** Uganda | | | |
| | ** United Republic of Tanzania | | | |
| | ** Zaire | | | |
| | ** Zambia | | | |
| | *** Zimbabwe | | | |

| FORMER SOVIET UNION<br>*1 ** 0 *** 0 |
|---|
| Armenia |
| Azerbaijan |
| * Belarus |
| Estonia |
| Georgia |
| Kazakhstan |
| Kyrgyzstan |
| Latvia |
| Lithuania |
| Moldova |
| Russian Federation |
| Tajikistan |
| Turkmenistan |
| Ukraine |
| Uzbekistan |

* **Preparation under way : (31).**
** **Draft/outline received : (30).**
*** **National programmes of action finalized : (75).**
**Total number of countries preparing national programmes of action : (136).**
status

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